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ABSTRACT

This report provides data obtained from a fast response survey concerning the impact on school districts participating in multiple, federal-categorical programs. In particular, the survey focused on problems stemming from some children's eligibility for more than one of these programs and the districts' policies governing these children's program participation. The survey focused on three federal programs: Title I of the Elementary Secondary Education Act (ESEA), Public Law (P.L.) 94-142, and ESEA, Title VII. Of the districts responding to this national survey, 59 percent said they had encountered at least one of six specified problems stemming from some children's eligibility for more than one program. Overall, about two-fifths of the districts cited administrative problems only, while the remaining three-fifths mentioned instructional problems only, or a combination of the two. The survey is the seventh in the Fast Response Survey System series of current, policy-oriented issues. (Author/LD)

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School Districts Participating In Multiple Federal Programs

Winter 1978-79

National Center for Education Statistics

FRSS Report No. 7

fast response survey system

EA 012 440

HIGHLIGHTS

- During the 1977-78 school year, 87 percent of the Nation's public school districts participated in ESEA, Title I, Part A (serving the educationally disadvangtaged), 57 percent participated in P.L. 94-142 (Education for the Handicapped Act), and 4 percent participated in ESEA, Title VII (serving those with limited-English proficiency).

- About one-half (8,137) of the districts provided services funded by two or more of these programs, and almost all districts providing multiple programs participated in Title I and P.L. 94-142.

- About one-half of the districts with two or more programs provided multiply federally funded services to eligible children.

- Almost three-fifths of the districts offering more than one Federal program experienced at least one problem because of children's eligibility for multiple programs. Districts reported both administrative and instructional problems. About one-half of the districts with multiple programs felt that recordkeeping required too much time; almost 30 percent indicated that complying with requirements for more than one set of programs was a problem.

- The most prevalent policy governing the participation of eligible children in multiple programs permitted unlimited participation; about one-half of the districts with multiple programs had this policy. In addition, about one-fourth of the districts restricted eligible children to participation in only one program. Other districts used policies with conditional restrictions or left the decision about participation to schools without formal district guidance.

School Districts Participating In Multiple Federal Programs

Winter 1978-79

FRSS Report No. 7

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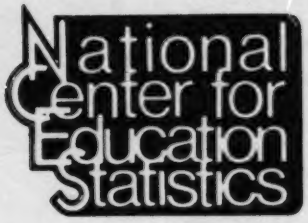

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Other reports of the Fast Response Survey System (FRSS):

No. 1 -- Statewide Developments in Performance–Based Education, 1976; a Survey of State Education Agencies

No. 2 -- Job Placement Services Provided by Local School Systems to High School Students, Graduates, and Dropouts, 1976

No. 3 -- Part–Time Financial Aid Counselors in Institutions of Higher Education, 1977

No. 4 -- Teacher and Administrator Shortages in Public School Systems, Fall 1977

No. 5 -- Training Needs of Public School Administrators; A Survey of Local School Districts, Summer 1978

No. 6 -- Arts Education: Policies and Programs, Winter 1978-79

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FOREWORD

This report provides data obtained from a fast response survey on selected aspects of the impact of participating in more than one of three major Federal categorical programs on school districts. In particular, the survey focused on problems stemming from some children's eligibility for more than one of these programs and the districts' policies governing these children's program participation.

The survey of school districts was the seventh in the Fast Response Survey System (FRSS) series of studies of current, policy-oriented issues. It was conducted at the request of the Office of the Assistant Secretary for Education.

We acknowledge with gratitude the contributions of the FRSS State Coordinators and the school district respondents. Their cooperation in providing prompt responses to the questionnaire was essential to the successful completion of the survey.

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FEB 26 1980

ACKNOWLEDGEMENTS

Mary Moore and Elizabeth Demarest of the Office of the Assistant Secretary for Education initiated the survey request and developed the conceptual framework for the questionnaire.

Westat, Inc., a research firm in Rockville, Maryland, conducted the survey under contract with NCES. The Westat FRSS project team, under the direction of Elizabeth Farris, included Vivian Troutman and Debra Porter, who managed the data collection receipt control tasks, and Michael Levintow, who served as the computer programmer.

As FRSS Project Officer, Jeanette Goor, National Center for Education Statistics, had the overall responsibility for the system and the survey, under the general direction of Absalom Simms, Acting Director, Division of Multilevel Education Statistics. Other NCES staff who contributed to the survey were Leslie Silverman, who provided counsel throughout the survey; Jean Brandes, who advised during the development of the questionnaire; Phillip Carr, who designed the title and cover pages; FRSS Project Staff members Martha Hollins, who provided clerical support, and Hedy Strachman, who produced numerous computer tables for further exploration of the data.

The authors express their appreciation of the valuable contributions of these and numerous other individuals who worked on the survey or offered advice.

AVAILABILITY OF ADDITIONAL DATA

Additional information about this report is available from Jeanette Goor, National Center for Education Statistics, Room 3153-I, 400 Maryland Avenue SW., Washington, D.C. 20202, telephone (202) 245-7843.

A catalog of NCES publications may be obtained from the Statistical Information Office, National Center for Education Statistics, Room 3055, 400 Maryland Avenue SW., Washington, D.C. 20202, telephone (202) 472-6237.

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INTRODUCTION

In the past 10 years, the number and scope of Federal programs providing assistance to specific categories of students with special needs have increased significantly. In general, each program is designed to serve a separate and distinct population: for example, ESEA, Title I was designed for the educationally disadvantaged; P.L. 94-142 for the handicapped; and ESEA, Title VII, for those with limited-English proficiency.

The targeted populations, however, are not always distinct since some children may meet the eligibility requirements for more than one of these categorical programs. Related case studies conducted on the school level for the Office of the Assistant Secretary for Education (OASE)* revealed that numerous districts encountered administrative and instructional problems stemming from some children's eligibility for more than one program. These problems resulted from the attempts of districts to adhere to the requirements of each program and, at the same time, provide services needed by multiply entitled children.

As a result of the findings of these case studies, OASE requested NCES to conduct a fast response survey of school districts to obtain a better understanding of districts participating in multiple Federal-categorical programs and the extent of the problems stemming from children's eligibility for more than one program.

Sent to a national sample of districts, the survey was designed to obtain the following information:

- The number of districts that had participated in each of three major Federal programs in the 1977-78 school year: ESEA, Title I, Part A; P.L. 94-142; and ESEA, Title VII;
- the approximate number of children served through each of these programs;
- the number of districts in which children participated in more than one Federal program and the number of these children;
- problems that resulted because of the multiple eligibility of some children;
- policies adopted by districts governing participation of eligible children in more than one program;
- estimates of Federal, State, and local categorical funding for each type of student; and
- estimates of the total number of children served from any funding source.

The reader is cautioned that, as with all surveys based on samples, the findings are subject to sampling errors that are usually larger for estimates of small quantities. The methodology of the survey is described in appendix I. The survey instrument with summary responses is shown in appendix II.

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*"Case Studies of Overlap Between Title I and P.L. 94-142 Services for Handicapped Students," Contract OEC 300-76-0025, SRI International.

Program Participation

Participation in Federal-categorical programs is widespread among the Nation's school districts. The survey focused on three such Federal programs: ESEA, Title I, Part A (serving the educationally disadvantaged); P.L. 94-142 (Education for the Handicapped Act); and ESEA, Title VII (serving the limited-English-proficient school population).

According to the survey, only 973 (or 6 percent) of the 15,297 districts in the Nation did not take part in any of these three programs in the 1977-78 school year. An estimated 40 percent (6,187) of the districts served students through only one of the programs, while 53 percent (8,137) provided services through two or three programs (table 1). 1/

ESEA Title I was the most widely used program (by 13,381 or 87 percent of the districts). Provision of federally funded services to handicapped students was fairly extensive as well; almost three-fifths (8,755) of the school districts indicated participation in P.L. 94-142. 2/ Title VII had the least participation--4 percent (608) of the school districts.

Almost all districts providing services through two or more programs offered services funded by Title I and P.L. 94-142 (7,529 of 8,137 districts), and no districts provided services funded by both P.L. 94-142 and Title VII. Few districts provided services funded by all three programs or by Titles I and VII (324 and 284, respectively).

The degree of participation in these programs was related to district enrollment size. While 46 percent of the smallest districts (those with fewer than 2,500 students) had two or more programs, the percentage increased to 72 percent for medium-size districts (those with enrollments of 2,500 to 9,999) and to 85 percent for the largest districts (those with enrollments of 10,000 or more). In addition, participation in the Title VII program was concentrated in the largest districts. About one-fifth of the districts with 10,000 or more students had a Title VII program, compared to three percent of the districts with enrollments of fewer than 10,000.

1/ Participation in P.L. 94-142 and ESEA, Title VII was not ascertained in a number of districts (12 and 16, respectively).

2/ It is reasonable to expect that increased funding levels in subsequent years of P.L. 94-142 operations will increase the participation rate as more districts become eligible for the minimum grant allowed by the law.

Table 1.--School districts participating in three major Federal programs in the 1977-78 school year, by district enrollment size: United States, winter 1978-79

(Table entries are estimated numbers of school districts.)

Federal program(s)	Total		Enrollment size					
			Fewer than 2,500		2,500-9,999		10,000 or more	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All districts.....	15,297	100	11,339	100	3,202	100	756	100
None of the programs.....	973	6	966	9	0	0	8	1
One program.....	6,187	40	5,178	46	906	28	103	14
ESEA, Title I, Part A.....	5,245	34	4,328	38	839	26	78	10
P.L. 94-142, Part B.....	942	6	850	7	66	2	26	3
ESEA, Title VII.....	0	0	0	0	0	0	0	0
Two or more programs.....	8,137	53	5,195	46	2,296	72	645	85
ESEA, Title I, Part A and P.L. 94-142.....	7,529	49	4,860	43	2,189	68	480	63
ESEA, Title I, Part A and ESEA, Title VII.....	324	2	223	2	70	2	30	4
P.L. 94-142 and ESEA, Title VII.....	0	0	0	0	0	0	0	0
All three programs.....	284	2	112	1	38	1	135	18
Total for each program								
ESEA, Title I, Part A.....	13,381	87	9,523	84	3,136	98	724	96
P.L. 94-142, Part B.....	8,755	57	5,821	51	2,293	72	640	85
ESEA, Title VII.....	608	4	335	3	108	3	166	22
Total for each program included in "Two or more programs"								
ESEA, Title I, Part A.....	8,137	53	5,195	46	2,296	72	645	85
P.L. 94-142, Part B.....	7,813	51	4,972	44	2,227	70	615	81
ESEA, Title VII.....	608	4	335	3	108	3	166	22

NOTE.--Numbers may not sum to totals because of weighting; percents may not sum to totals because of rounding.

Children Served With More Than One Program

During the 1977-78 school year, children who met the eligibility requirements for more than one Federal program received services funded by multiple Federal programs in 4,226 districts (table 2), or about half of the districts that had multiple programs. This proportion, ranging from 50 to 55 percent, remained stable across all district enrollment sizes.

Most of the districts that provided multiple services to those eligible served fewer than 100 children with more than one of the Federal programs (88 percent or 3,705), although a few districts served 1,000 children or more.

Table 2.--Districts serving multiply eligible children with more than one major Federal program in the 1977-78 school year, by number of multiply eligible children served and district enrollment size: United States, winter 1978-79

(Table entries are estimated numbers of school districts.)

Enrollment size	Districts serving multiply eligible children with more than one program		Multiply eligible children served with more than one program			
	Number 1/	Percent 2/ of districts with more than one program	Fewer than 100 children	100-999 children	1,000 or more children	Number of children not ascertained
			Number	Number	Number	Number
Total.....	4,226	52	3,705	483	29	9
Fewer than 2,500..	2,636	51	2,413	223	0	0
2,500-9,999... ..	1,269	55	1,118	140	11	0
10,000 or more...	320	50	175	118	19	9

1/ In addition, responses on serving eligible children with multiple programs were not ascertained for an estimated 11 districts.

2/ Percents are based on the following:

Total--8,137 districts
Fewer than 2,500--5,195 districts
2,500-9,999--2,296 districts
10,000 or more--645 districts

NOTE.--Numbers may not sum to totals because of weighting.

Problems Stemming from Multiple Eligibility

Districts that participated in more than one Federal program were asked whether they had encountered any problems because of children's eligibility for more than one program. A majority of these districts (4,772 or 59 percent) indicated that they had experienced at least one of six specified problems (table 3), while 13 percent (1,083) mentioned four or more problems.

The most frequently reported problem, encountered by about half of the districts (4,185) with multiple programs, was strictly administrative--"required too much time for recordkeeping" (table 3). In fact, this was the only problem identified for an estimated 1,693 districts. Districts also faced instructional problems. An estimated 24 percent (1,928) of the districts with multiple programs experienced problems in "coordinating [a] child's instructional requirements." The problem--"complying with more than one set of program requirements" --includes both instructional and administrative dimensions and existed in 29 percent of the districts with multiple programs. The other problems specified in the survey instrument occurred in 13 percent or fewer districts.

Table 3 also shows the distribution by enrollment size of districts encountering specific problems. Although the experiences of small districts showed some variations from those of large districts, no consistent pattern across enrollment size was indicated.

Table 3.--Problems stemming from children's eligibility for more than one major Federal program, by district enrollment size: United States, winter 1978-79

(Table entries are estimated numbers of school districts with more than one Federal program in the 1977-78 school year.)

Problem	Total		Enrollment size					
			Fewer than 2,500		2,500-9,999		10,000 or more	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All districts with more than one program.....	8,137	100	5,195	100	2,296	100	645	100
Requiring too much time for recordkeeping.....	4,185	51	2,885	56	1,034	45	266	41
Complying with more than one set of program requirements.....	2,359	29	1,534	30	633	28	191	30
Coordinating child's instructional requirements.....	1,928	24	1,315	25	458	20	155	24
Classifying child's service need.....	1,094	13	604	12	341	15	148	23
Maintaining separate accounts for Federal funds.....	1,037	13	766	15	224	10	47	7
Distributing funds equitably districtwide.....	573	7	372	7	151	7	51	8
Other.....	482	6	344	7	100	4	38	6

NOTE.--Numbers may not sum to row totals because of weighting; numbers and percents do not sum to column totals because of multiple problems per district.

Districts that served eligible children with multiple programs experienced administrative problems in approximately the same proportion as districts with multiple programs in which eligible children participated in only one program (table 4). These administrative problems included "too much time for recordkeeping," "maintaining separate accounts for Federal funds," and "distributing funds equitably districtwide." On the other hand, instructional problems were generally more apt to occur in districts that served eligible children with multiple programs than in those that did not. For example, about 35 percent of the districts providing multiple services to eligible children were faced with the problem of "coordinating [a] child's instructional requirements," compared to 12 percent of the other districts. Additionally, districts in which eligible children participated in multiple programs were more apt to have "other" problems than those in which eligible children participated in only one program.

The following are some of the "other" problems specified by respondents:

- Non-English-speaking child cannot be tested for Title I;
- evaluation of any one program is nearly impossible to determine if child is served by more than one program;
- conflict between State and Federal regulations;
- scheduling;
- problems magnified since a State compensatory education program also exists;
- some children need both programs but State does not permit;
- too many parent committees--parents are complaining; and
- amount of time away from regular class.

Table 4.--Problems stemming from children's eligibility for more than one major Federal program, by district practice of serving eligible children with multiple programs: United States, winter 1978-79

(Table entries are estimated numbers of school districts with more than one Federal program in the 1977-78 school year.)

Problem	Total		Eligible children served with multiple programs		Eligible children not served with multiple programs	
	Number	Percent	Number	Percent	Number	Percent
All districts with more than one program	8,137	100	4,226	100	3,911	100
Requiring too much time for recordkeeping	4,185	51	2,240	53	1,945	50
Complying with more than one set of program requirements	2,359	29	1,538	36	821	21
Coordinating child's instructional requirements	1,928	24	1,466	35	462	12
Classifying child's service need	1,094	13	694	16	400	10
Maintaining separate accounts for Federal funds	1,037	13	612	14	425	11
Distributing funds equitably districtwide	573	7	457	11	116	3
Other	482	6	449	11	33	1/ *

1/ Fewer than 1 percent.

NOTE.--Numbers and percents do not sum to column totals because of multiple problems per district.

Policies Governing Participation of Multiply Eligible Children

Almost all school districts (99+ percent) with multiple Federal programs had adopted a policy concerning eligible children's participation in more than one program, and most (94 percent) had only one policy. These policies ranged from specifically limiting to specifically not limiting an eligible child's participation to only one of the programs, with a mix of policies between these two extremes.

The policy of unlimited participation in these Federal programs was the most prevalent in the 1977-78 school year. Slightly more than one-half of the districts (4,356) had a policy that did not restrict an eligible child to services from only one program (table 5). At the other extreme, the policy of limiting eligible children to services from only one program ranked second in frequency of use by districts. Almost one-fourth (1,991) of the districts participating in multiple programs maintained this restrictive policy. Fewer than 10 percent of the districts had adopted each of three other policies offering more latitude for determining participation. These consisted of two types of conditional limitation and the policy of leaving the decision about participation to schools without formal district guidance.

The enrollment size of the district tended to be related to some, but not all, policy decisions. Districts with fewer than 2,500 students were somewhat more likely to have an unlimited policy (59 percent), compared to districts with 2,500 or more students (44 percent). On the other hand, districts with 2,500 or more students tended more frequently to have a policy of limiting participation, except under unusual circumstances (22 percent), than did the smaller districts (2 percent). There were no major differences by enrollment size for other policies.

Table 5.--District policies governing participation of multiply eligible children in more than one Federal program, by district enrollment size: United States, winter 1978-79

(Table entries are estimated numbers of school districts with more than one Federal program in the 1977-78 school year.)

Policy	Total		Enrollment size					
			Fewer than 2,500		2,500-9,999		10,000 or more	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All districts with more than one program.....	8,137	100	5,195	100	2,296	100	645	100
An eligible child's participation is:								
Not limited to only one of the programs.....	4,356	54	3,076	59	1,005	44	275	43
Limited to only one of the programs.....	1,991	24	1,366	26	474	21	152	24
Limited to only one of the programs, except under unusual circumstances.....	757	9	121	2	488	21	147	23
A school decision without formal guidance established at the district level.....	743	9	372	7	283	12	89	14
Limited to only one of the programs until all eligible children participate in at least one.....	490	6	413	8	48	2	30	5
Other.....	281	3	112	2	148	6	21	3

NOTE.--Numbers may not sum to row totals because of weighting. Numbers and percents do not sum to column totals because some districts had more than one policy.

As might be expected, some policies appeared to be related to districts' practices of serving eligible children with more than one federally funded program (table 6). Few of the districts with a policy of limiting participation to only one of the programs (fewer than 10 percent) served eligible children with multiple programs. On the other hand, most of the districts (92 percent) with a policy of limiting participation to only one of the programs until all eligible children participated in at least one served eligible children with multiple programs. The remaining policies also resulted in larger percentages of districts serving eligible children with more than one of the programs than those that did not; the differences, however, were less definitive.

Some of the "other" policies specified by districts included the following:

- Child's greatest special education need is served first;
- except when guidelines or State limitations conflict; and
- populations served are of different ages, hence no conflict.

Table 6.--District policies governing participation of multiply eligible children in more than one major Federal program, by district practice of serving eligible children with multiple programs: United States, winter 1978-79

(Table entries are estimated numbers of school districts with more than one Federal program in the 1977-78 school year.)

Policy	Total		Eligible children served with multiple programs		Eligible children not served with multiple programs		Percent 1/
	Number	Percent	Number	Percent 1/	Number	Percent 1/	
All districts with more than one program.....	8,137	100	4,226	52	3,911	48	100
An eligible child's participation is:							
Not limited to only one of the programs.....	4,356	54	2,819	65	1,537	35	100
Limited to only one of the programs.....	1,991	24	180	9	1,811	91	100
Limited to only one of the programs, except under unusual circumstances.....	757	9	470	62	287	38	100
A school decision without formal guidance established at the district level.....	743	9	420	57	323	43	100
Limited to only one of the programs until all eligible children participate in at least one.....	490	6	451	92	39	8	100
Other.....	281	3	212	75	69	25	100

1/ Percents are based on the total number of districts with specific policies.

NOTE.--Numbers do not sum to column totals because some districts had more than one policy.

Categorical Funding for Services

Although the survey focused on federally funded programs serving the educationally disadvantaged, the handicapped, and students with limited proficiency in English, State and locally funded programs also serve these student groups. The survey asked for estimates from all districts on the amount of categorical funding from Federal, State, and local sources used to serve each population group. However, the resulting data, which are presented in table 7, must be viewed with caution. Estimates were often rough for a number of reasons. In many districts, the administration of these programs and services was so complex and fragmented that a single respondent did not have all of the required information. In these districts, completion of responses to the funding question required collecting data from several individuals, scattered throughout various offices. If these individuals were not readily available, rough estimates or "don't know" responses were accepted in order to avoid extensive respondent burden. These "don't know" and other types of responses that could not be quantified (e.g., commingling of funds at the local level and State resources provided "in kind") are shown as "not ascertained." Additionally, Federal funding included categorical monies from all Federal sources used to serve the specific population groups, not just the amounts from Title I, P.L. 94-142, and Title VII. Nevertheless, the data may be useful as a broad indication of the extent of categorical funding from Federal, State, and local sources.

In the 1977-78 school year, an estimated 87 percent of all districts indicated some funding from at least one source (Federal, State, or local) to provide assistance to the educationally disadvantaged--an estimated 85 percent in Federal funds, 31 percent in State funds, and 25 percent in local funds (table 7).

Services to handicapped students were funded by categorical monies from at least one of the three sources in 67 percent of the Nation's districts. The estimated percent of districts that indicated receiving some Federal, State, and local funds were 48, 45, and 38, respectively.

Fewer districts indicated receiving categorical funds to aid students with limited-English-speaking ability, 14 percent from any source (Federal, State, or local) and fewer than 10 percent from each source.

These figures do not include districts with responses that were not ascertained. Therefore, the actual percents of districts receiving Federal, State, and local categorical funds for each of the student population groups may be considerably higher. With the exception of Federal funding for the disadvantaged, of which only 6 percent of the responses were "not ascertained," the "not ascertained" responses varied from 23 to 33 percent of the districts. The seeming discrepancy between the findings of an estimated 57 percent of the districts that indicated participation in P.L. 94-142 and 48 percent that indicated amounts of Federal funds received for serving the handicapped demonstrates the difficulty of obtaining accurate responses to program-funding questions at the local level.

Table 7.--Funding for categorical programs, by population group served, source of funding, and percent of districts funded in the 1977-78 school year: United States, winter 1978-79

(Table entries are estimated percents of school districts. 1/)

Population group and source of funding	Level of funding				
	Not ascertained	$0	$1-24,999	$25,000-49,999	$50,000 and above
Educationally disadvantaged					
Federal	6	9	26	18	41
State	24	44	14	5	12
Local	23	51	16	2	7
Handicapped					
Federal	24	28	31	8	9
State	26	30	17	6	22
Local	24	38	21	5	12
Limited-English proficient					
Federal	33	60	2	2/ *	3
State	28	65	5	*	2
Local	28	67	3	*	2

1/ Based on 15,297 districts.

2/ Fewer than 1 percent.

NOTE.--Percents may not sum horizontally to 100 because of rounding.

Number of Children Served

Table 8 presents the estimated number of children served through each Federal program and through all funding sources (Federal, State, and local). As with the funding data, many problems were encountered when obtaining these estimates. In addition, many responses were often rounded to the nearest hundred or thousand, as suggested in the questionnaire. The weighting of these rounded figures added to the impreciseness of the estimated total number of children served. Finally, the districts with "not ascertained" responses were excluded from the estimates.

The findings obtained from the responses to this question indicated that an estimated 13 percent of the children in the public school system received assistance from Title I in the 1977-78 school year, while an additional 5 percent received assistance for the educationally disadvantaged from either Federal, State, or local sources. About 5 percent of all public elementary and secondary students received assistance for the handicapped through P.L. 94-142; an additional 3 percent were served with all Federal, State, and local funds. Slightly less than 1 percent of all public school children were served through Title VII, but this number was increased to 2 percent when all funding sources were considered.

It is noteworthy that the "not ascertained" responses to this question were not as large as those to the funding question. For example, an estimated 75 percent of the districts indicated serving the handicapped with all Federal, State, and local categorical funds, compared to the estimate of 67 percent of the districts receiving such funds for the handicapped. In general, data about the number of children served appeared less difficult to obtain than estimates of the amounts and sources of funds; nevertheless, the estimates shown in table 8 should be regarded only as an approximation of the actual numbers.

Table 8.--Number of districts serving specific population groups and number of children served in the 1977-78 school year, by population group and source of funding: United States, winter 1978-79

(Table entries are estimated numbers of school districts, and estimated numbers of children in millions.)

Population group and source of funding	School districts serving eligible children		Children served	
	Number 1/	Percent 2/	Number 1/	Percent 3/
Educationally disadvantaged				
ESEA, Title I.....	13,381	87	5.6	13
All Federal, State, or local categorical funds.....	13,367	87	7.7	18
Handicapped				
P.L. 94-142.....	8,755	57	2.3	5
All Federal, State, or local categorical funds.....	11,470	75	3.3	8
Limited-English proficient				
ESEA, Title VII.....	608	4	.4	4/ *
All Federal, State, or local categorical funds.....	2,449	16	.9	2

1/ Represents only ascertained responses. The numbers of "not ascertained" responses were as follows:

For question 1 (participation in Federal programs):

School districts participating in Title I: 0 districts
School districts participating in P.L. 94-142: 12 districts
School districts participating in Title VII: 16 districts

Children served through Title I: 0 districts
Children served through P.L. 94-142: 145 districts
Children served through Title VII: 18 districts

For question 5 (children served with all Federal, State, or local categorical funds)

Educationally disadvantaged children served: 295 districts
Handicapped children served: 1,080 districts
Limited-English-proficient children served: 3,476 districts.

2/ Based on 15,297 districts.

3/ Based on the total public school enrollment of 43.4 million from the NCES Education Directory, Public School Systems 1977-78.

4/ Fewer than 1 percent.

During the 1977-78 school year, an estimated 8,137 school districts (53 percent) provided services through more than one of three major Federal programs: ESEA, Title I, Part A; P.L. 94-142; and ESEA, Title VII. Almost all (96 percent) of these districts participated in Title I and P.L. 94-142.

Of the districts participating in multiple Federal programs, 59 percent indicated that they had encountered at least one of six specified problems stemming from some children's eligibility for more than one program. "Requiring too much time for recordkeeping" was mentioned most frequently (51 percent of the districts with multiple programs), followed by "complying with more than one set of program requirements" (29 percent). Overall, about two-fifths of the districts cited administrative problems only, while the remaining three-fifths mentioned instructional problems only, or a combination of instructional and administrative problems.

Slightly more than half the districts had adopted a policy permitting unlimited participation to eligible children, while one-fourth had restricted eligible children's participation to only one program. The remaining districts either had policies of conditional limitation, or they let the schools make decisions regarding participation.

Although 8,137 districts participated in multiple Federal programs, only about one-half (4,226) served eligible children through more than one program, and most of these districts served fewer than 100 children in this way.

The data on funding and the number of children served are relatively weak, compared to the other data, because of difficulty in obtaining these responses.

The fast response survey collected data as of the 1977-78 school year, an early period in the implementation of the service-based funding strategy of P.L. 94-142. The responses, therefore, did not capture the impact of the ultimate funding of this law. In subsequent years, the number of districts receiving funds for the handicapped can be expected to increase, resulting in an increase in the number of districts participating in more than one of the three Federal programs covered in the survey.

The survey findings highlighted district problems and policies related to the joint operation of more than one of three major Federal categorical programs, each governed by its own set of requirements. While the programs were designed to serve specific student populations, these populations seem to contain some degree of overlap. The survey primarily studied problems stemming from this overlap of eligible children and policies used by school districts to decide the participation of these children in more than one of the programs.

The Fast Response Survey System

The Fast Response Survey System (FRSS) was established by NCES to provide rapid collection of data on important educational issues. The system focuses on information that is unavailable from other sources and narrowly limited in scope.

The FRSS covers six education sectors:

State education agencies (SEA's)

Local education agencies (LEA's)

Public elementary and secondary schools

Nonpublic elementary and secondary schools

Institutions of higher education

Noncollegiate postsecondary schools with occupational programs.

All 50 States and the District of Columbia are included in the SEA sector. For each of the other sectors, a stratified random sample was designed to allow valid national estimates to be made. The sample sizes range from 500 to 1,000.

A data-collection network involving both respondents and coordinators was developed in each sector. The coordinators assist in the data collection by maintaining liaison with the sampled institutions or agencies. The respondents, selected by their institutions or agencies, assume the responsibility for completing the questionnaires.

The Fast Response Survey System provides NCES with a mechanism for furnishing data quickly and efficiently. All aspects of the system--the sample design, the network of coordinators and respondents, and the short questionnaires--have been designed with this end in mind.

Methodology for the Survey of School Districts on Problems Stemming from Children's Eligibility for More Than One Federally Funded Program

The FRSS national sample of local education agencies (LEA's) was used in this survey. This sample of 600 LEA's had been drawn from the universe of approximately 15,000 public school districts in the United States. The universe of LEA's was stratified by enrollment size and sorted by geographic region prior to sample selection.

The sample was reduced to 568 school districts after correcting for school district mergers, closings, and refusals to participate in the Fast Response Survey System. In addition, because data were obtained for all of New York City, rather than for each of the community subdistricts, the effective number of potential respondents was decreased to 543. Questionnaires were mailed to respondents in January 1979. Data-collection efforts were halted after a 92-percent response (498) was received.

A weight adjustment was made to account for survey nonresponse. The weight adjustment was calculated for each cell of a two-way tabulation of responses. This tabulation made use of the enrollment size and the regional classification of each school district. The resulting weighted survey responses represent the 15,297 school districts in the United States. Table A shows the cell and marginal totals used in the weighting.

Table A.--Universe of public school districts, by enrollment size and geographic region

Enrollment size	Total	Number of districts, by region			
		North Atlantic	Great Lakes and Plains	Southeast	West and Southwest
Total	15,297	3,105	5,616	1,745	4,831
Fewer than 2,500	11,339	1,992	4,481	849	4,017
2,500-4,999	2,084	636	667	429	352
5,000-9,999	1,118	320	293	284	221
10,000-24,999	575	137	139	121	178
25,000 and over	181	20	36	62	63

Source: Market Data Retrieval Combined Mail File, fall 1975.

Standard Errors of the Statistics

The findings presented in this report are estimates based on the FRSS school district sample and, consequently, are subject to sampling variability. If the questionnaire had been sent to a different sample, the responses would not have been identical; some figures might have been higher, while others might have been lower. The standard error of a statistic (an estimate of the sampling variation of the statistic) is used to estimate the precision of that statistic obtained in a particular sample. Intervals of 1.645 standard errors below to 1.645 standard errors above a particular statistic would include the average of the statistic in approximately 90 percent of all possible samples of the same size. An interval computed in this way is called a 90-percent confidence interval.

Table B presents coefficients of variation of selected questionnaire items. The coefficient of variation, a measure of relative error, is obtained by dividing the standard error of the estimate by the estimate. For example, the estimate of the number of districts that felt that recordkeeping required too much time is 4,185 and the coefficient of variation is .141. The standard error of this estimate is 590 (4,185 times .141), and the 90-percent confidence interval is 4,185 $\pm$ 971 (4,185 $\pm$ 1.645 times 590). Therefore, in at least 90 percent of all possible samples, between 3,214 and 5,156 districts would indicate that requiring too much time for recordkeeping was a problem associated with the eligibility of children for more than one Federal program.

Coefficients of variation for other items in the questionnaire can be obtained on request.

Table B.--Coefficients of variation for selected questionnaire items

Questionnaire item	Estimate	c.v.
Number of districts providing services funded by:		
ESEA, Title I, Part A	13,381	.030
P.L. 94-142	8,755	.074
ESEA, Title VII	608	.359
Number of districts in which children participated in more than one Federal program	4,226	.107
Fewer than 100 children	3,705	.122
100-999 children	483	.411
1,000 or more children	29	.406
Problems:		
Classifying child's service need	1,094	.363
Coordinating child's instructional requirements	1,928	.271
Complying with more than one set of program requirements	2,359	.231
Maintaining separate accounts for Federal funds	1,037	.373
Distributing funds equitably districtwide	573	.423
Requiring too much time for recordkeeping	4,185	.141
Policies--An eligible child's participation is:		
Limited to only one of the programs	1,991	.201
Limited to only one of the programs until all eligible children participate in at least one	490	.781
Limited to only one of the programs, except under unusual circumstances	757	.285
Not limited to only one of the programs	4,356	.137
A matter for the schools to decide without formal guidance at the district level	743	.352

FAST RESPONSE SURVEY SYSTEM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
EDUCATION DIVISION
NATIONAL CENTER FOR EDUCATION STATISTICS
WASHINGTON, D.C. 20202

FORM APPROVED
OMB NO. 51-R1191-7

SURVEY OF SCHOOL DISTRICTS ON PROBLEMS STEMMING FROM CHILDREN'S ELIGIBILITY FOR MORE THAN ONE FEDERALLY FUNDED PROGRAM

This report is authorized by law (20 U.S.C1221e-1). While you are not required to respond, your cooperation is needed to make the results of this survey comprehensive, accurate and timely.

1. Did your district provide services funded by any of the following Federal programs during the 1977-78 school year? If so, please estimate the number of children eligible and served in part or in whole with Federal funds, as indicated below. May be rounded to the nearest hundred or thousand. (Example: 756 may be reported as 800; 1,123 as 1,000)

Federal program	District services provided?		If "yes," number of children	
	No	Yes	Eligible	Served
a. ESEA--Title I, Part A: Programs operated by Local Education Agencies	1,916	13,381		
b. P.L.94-142: Education of the Handicapped Act, Part B, Assistance Grants	6,530	8,755		
c. ESEA--Title VII: Bilingual Education Programs	14,673	608		

(If your district does not have more than one of these programs, please skip to question 5.)
Rows may not sum to 15,297 because of "not ascertained" responses.

2. To your knowledge, did any child in your district participate in more than one of these three Federal programs during the 1977-78 school year? Yes 4,226 No 3,911 *(including 11 "not ascertained" responses)*

If "yes," about how many children participated in more than one?

a. Fewer than 100 3,705 *districts*
b. 100-999..... 483 Please estimate. (May be rounded to the nearest hundred) _____
c. 1,000 or more 29 Please estimate. (May be rounded to the nearest thousand) _____
Not ascertained 9

3. Have any of the following problems arisen in your district as a result of children's eligibility for more than one of the Federal programs listed in question 1?

Problem	No	Yes
a. Classifying child's service need		1,094
b. Coordinating child's instructional requirements		1,928
c. Complying with more than one set of program requirements		2,359
d. Maintaining separate accounts for Federal funds		1,037
e. Distributing funds equitably district-wide		573
f. Requiring too much time for record-keeping		4,185
g. Other (specify)		482
Not ascertained		24

4. What are the policies or practices of your district concerning children eligible to participate in more than one of the three Federal programs?

Policy or practice	Check if applicable
An eligible child's participation is:	yes
a. Limited to only one of the programs	1,991
b. Limited to only one of the programs until all eligible children participate in at least one	490
c. Limited to only one of the programs except under unusual circumstances	757
d. Not limited to only one of the programs	4,356
e. A matter for the schools to decide without formal guidance established at the district level	743
f. Other (specify)	281

5. For the following types of students, estimate the total categorical amounts allocated in your district for the 1977-78 school year from Federal, State and local sources. (May be rounded to the nearest thousand dollars) Also, estimate, in the last column, the total number of students served with any funding source. (Numbers may be rounded.)

Type of student	Categorical funds			Total number of students served
	Federal	State	Local	
a. Educationally disadvantaged				
b. Handicapped				
c. Limited-English-proficiency				

Name and title of person completing this form: _____ State _____

Telephone No.--Area Code _____ Number _____ Date _____

NCES Form No. 2379-7, 1/79